

Message Text

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C O R R E C T E D C O P Y (PARAGRAPH FOUR)

FOR MENTER/IO/EX

E. O. 11652: GDS

TAGS: PORG, EAIR, ICAO

SUBJ: POLICY AND RESOURCE ASSESSMENTS - ICAO FY 79

1. IN RESPONSE TO YOUR LETTER RECEIVED MARCH 7 AND FEBRUARY 18 MEMO FROM MOOSE/M FOLLOWING ARE COMMENTS REGARDING THE PARM CYCLE FY 79 WITH RESPECT TO THE US MISSION TO ICAO. USREP TAKES THIS OPPORTUNITY TO EXPRESS APPRECIATION FOR OPPORTUNITY TO PARTICIPATE AND ESPECIALLY FOR HAVING BENEFIT OF BROAD TRENDS PAPER WHICH IN OUR OPINION IS SUPERB ANALYSIS.

2. I. POLICY ASSESSMENT

SINCE THERE ARE NO "CENTRAL POLICIES" GOVERNING THE USMISSION TO ICAO IT IS DIFFICULT TO ASSESS OUR PRESENT ACCOMPLISHMENTS/PROGRESS AND UTILIZATION OF RESOURCES. THIS HAS BEEN A QUESTION OF SERIOUS CONCERN FOR SOMETIME AND MUST RECEIVE ATTENTION IN THE NEAR FUTURE. THE 1976 INTERNATIONAL AIR TRANSPORTATION POLICY STATEMENT INCLUDED BRIEF PART IV ON "INTERNATIONAL ORGANIZATIONS" (AFTER WE CALLED ATTENTION TO THE OMISSION OF ANY REFERENCE TO ICAO). THIS SECTION APPARENTLY RECEIVED LITTLE OR NO OVERALL POLICY-LEVEL REVIEW AND IS CONFIDENTIAL

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INADEQUATE.

3. THE AVIATION POLICIES THAT GUIDE US PARTICIPATION IN ICAO DERIVE FROM PRECEDENCE OVER 30 YEARS OF INVOLVEMENT. THE FIRST 15 YEARS ARE NOTABLY DIFFERENT FROM THE LAST: (1) THE EARLY PERIOD WAS AN EFFORT TO UNIFY AND STANDARDIZE INTERNATIONAL CIVIL AVIATION THROUGH PREPARATION AND RATIFICATION OF 15 TECHNICAL

ANNEXES TO THE CHICAGO CONVENTION. DURING THAT PERIOD BECAUSE THE US WAS THE UNDISPUTED LEADER IN WORLD AVIATION, THERE DEVELOPED THE OVERALL POLICY ATMOSPHERE OF "PRESERVE THE STATUS QUO." EVENTUALLY THIS LED TO NEGLECT OF POLICY REVIEW AND POLICY INITIATIVES. (2) THE LAST 15 YEARS IN ICAO HAVE BEEN CHARACTERIZED BY A NEED TO ACCOMMODATE/INCORPORATE MAJOR TECHNOLOGICAL CHANGES, AND TO ADDRESS NEW BROADER PROBLEM AREAS. THIS PERIOD HAS SEEN THE DEVELOPMENT OF SERIOUS CHALLENGES TO US CIVIL AVIATION LEADERSHIP: TO OUR AIRLINES, OUR MANUFACTURERS, OUR TECHNOLOGY -- AND OUR LEADERSHIP ROLE IN ICAO. BECAUSE THERE HAS NOT BEEN A POLICY REVIEW FOR MANY YEARS, OUR CURRENT POSITIONS ARE NO MORE THAN WORKING LEVEL REACTIONS TO AD HOC REQUIREMENTS, BASED ON OUTDATED RATIONALE.

4. II. RESOURCE ASSESSMENT

TWO MAIN FACTORS GOVERN MANAGEMENT POLICIES OF THE US MISSION: THE UNIQUE ORGANIZATIONAL MAKE-UP OF ICAO ITSELF (IN-RESIDENCE BODIES REQUIRING HEAVY DAY AFTER DAY WORK LOAD, A DIRECT RELATIONSHIP OF ICAO'S WORK TO THE INTERNATIONAL AIRLINE OPERATIONS WHICH IT "REGULATES," AND THE ACCOUNTABILITY REQUIRED OF MEMBER STATES; SECONDLY, CONFUSED, SCATTERED RESPONSIBILITY FOR ICAO BACKSTOPPING WHICH PLACES UNUSUALLY HEAVY BURDENS ON OUR RESOURCES.

1) THE US MISSION IS REGULARLY TEMPTED TO ASSUME MORE AND MORE RESPONSIBILITY FOR WORK REQUIREMENTS THAT PROPERLY BELONG IN WASHINGTON. HISTORICALLY, THE MISSION STAFF WAS TWICE ITS PRESENT SIZE. NONETHELESS THE PRESENT STAFF LEVEL IS CONSIDERED ADEQUATE THROUGH 1979, IF IT CAN BE FORMALIZED AND MADE PERMANENT; IF WORK REQUIREMENTS CAN BE FURTHER STREAMLINED FOR MAXIMUM EFFECTIVENESS; AND IF SUPPLEMENTAL PARTICIPATION FROM WASHINGTON

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CAN BE EXPECTED TO CONTINUE (USREP, US MEMBER COMMISSION (ALTERNATE REP), ONE FSO, ONE FSSO, ONE PART-TIME. 2) MISSION OPERATING BUDGET WHICH HAD DETERIORATED OVER THE YEARS HAS NOW BEEN INCREASED TO A MORE REALISTIC LEVEL AND IS IN ADEQUATE RANGE. FY 79 PLANNING SHOULD ANTICIPATE A 10 O/O INCREASE OVER 1978 IN RESPONSE TO INFLATIONARY PRESSURES. (US/CAN DOLLAR EXCHANGE RATE FLUCTUATIONS HAVE BALANCED OUT OVER FIVE YEAR PERIOD AND AS OF NOW DO NOT REQUIRE MAJOR CONSIDERATION FOR 1978-79.)

5. A DISCUSSION OF FOREIGN RELATIONS POLICY ISSUES IN LIGHT OF BROAD TRENDS PAPER, WILL HAVE TO BE COMPLETED WEEK OF APRIL 12, AND POUCHED. PRESS OF END-OF-SESSION WORK AND SEVERAL MAJOR US PROPOSALS HAS MADE IT IMPOSSIBLE TO COMPLETE THOROUGH PAPER THAT IS MUCH NEEDED.

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